

Message Text

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73

ORIGIN SNM-02

INFO OCT-01 AF-06 ARA-06 EUR-12 EA-06 IO-10 ISO-00 DEAE-00

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USIA-06 NSC-05 OES-03 OMB-01 L-02 ABF-01 AID-05 SS-15

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DRAFTED BY S/NM:DHERNST:IO/HDC:LCAVANAUGH:TREASURY:MBACH:BB

APPROVED BY S/NM:SBVANCE

AF:CAJAMES (DRAFT)

EUR:JGLOWENSTEIN (DRAFT)

ARA:HSHLAUDEMAN (DRAFT)

EA:LEDMOND (DRAFT)

----- 061901

R 070033Z FEB 75

FM SECSTATE WASHDC

TO AMEMBASSY BANGKOK

AMEMBASSY BERN

AMEMBASSY BRASILIA

AMEMBASSY BUENOS AIRES

AMEMBASSY CANBERRA

AMEMBASSY KINGSTON

AMEMBASSY LAGOS

AMEMBASSY LIMA

AMEMBASSY SANTIAGO

AMEMBASSY STOCKHOLM

AMEMBASSY TOKYO

AMEMBASSY CARACAS

AMEMBASSY QUITO

AMEMBASSY BRUSSELS

AMEMBASSY MADRID

AMEMBASSY MONTEVIDEO

AMEMBASSY PANAMA

AMEMBASSY SEOUL

AMEMBASSY SINGAPORE

AMEMBASSY THE HAGUE

AMEMBASSY VIENNA

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AMEMBASSY WELLINGTON

INFO USMISSION GENEVA

AMEMBASSY MEXICO

C O N F I D E N T I A L STATE 028061

E.O. 11652: GDS

TAGS: SNAR

SUBJECT: NEED FOR INCREASED CONTRIBUTIONS TO ASSURE
IMPLEMENTATION OF UNITED NATIONS FUND FOR DRUG ABUSE
CONTROL (UNFDAC) PROGRAMS

REF: A) STATE 233134; B) STATE 241812; C) STATE A-8852

FOR THE CHIEF OF MISSION

1. SUMMARY: THIS MESSAGE DESCRIBES THE IMPORTANCE
ATTACHED TO THE UNFDAC AS PART OF THE USG'S DRUG CONTROL
STRATEGY, PROVIDES INFORMATION TO ASSIST IN DEVELOPING
TALKING POINTS, AND, UNLESS YOU DEEM IT FRUITLESS OR
COUNTERPRODUCTIVE, SUGGESTS YOU MAKE A DEMARCHE AT THE
HIGHEST APPROPRIATE LEVEL TO SOLICIT HOST COUNTRY CON-
TRIBUTIONS TO UNFDAC. END SUMMARY.

2. AS YOU ARE AWARE FROM THE SECRETARY'S MESSAGE IN
OCTOBER (REF A), THE PRESIDENT REGARDS THE CABINET
COMMITTEE PROGRAM TO STEM THE FLOW OF ILLICIT NARCOTICS
INTO THE UNITED STATES AS A MATTER OF PRIME IMPORTANCE.
RESPONSES BY CHIEFS OF MISSION TO THE PRESIDENT'S
DIRECTIVE IN THAT MESSAGE INDICATE IMPROVED COOPERATIVE

ARRANGEMENTS ARE BEING DEVELOPED WITH HOST COUNTRIES WITH
INCREASING PRESSURE APPLIED AGAINST MOUNTING ILLICIT
TRAFFIC.

3. IN ADDITION TO SUBSTANTIAL ACTIVITY ON A BILATERAL
BASIS, THE STRATEGY OF THE CABINET COMMITTEE ON INTER-
NATIONAL NARCOTICS CONTROL HAS INCLUDED THE INITIATIVE
TO CREATE AN INTERNATIONAL ORGANIZATION IN THE UNITED
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NATIONS FRAMEWORK. THIS AGENCY, IT WAS ENVISAGED, WOULD
PLAY THE LEADING ROLE IN STIMULATING WORLD RECOGNITION
OF THE INTERNATIONAL NATURE OF THE DRUG ABUSE PROBLEM
AND MOTIVATING COUNTRIES TO ENTER INTO A COOPERATIVE
EFFORT TO COMBAT IT. ALSO IT WAS RECOGNIZED THAT SOME
COUNTRIES, FOR POLITICAL OR OTHER REASONS, WERE MORE
PREPARED TO COOPERATE MEANINGFULLY WITH A UN AGENCY THAN
BILATERALLY WITH THE UNITED STATES. IN FACT, A SIGNIFI-
CANT NUMBER OF THE KEY COUNTRIES IN WHICH OPIUM, COCA, AND
HASHISH ARE PRODUCED EITHER ILLICITLY OR UNDER INADEQUATE
CONTROL PREFER OUTSIDE ASSISTANCE BE UNDER UN AEGIS.

4. RECEIVING REQUISITE INTERNATIONAL SUPPORT, OUR

INITIATIVE BROUGHT ESTABLISHMENT IN 1971 OF THE UNITED NATIONS FUND FOR DRUG ABUSE CONTROL (UNFDAC) TO PLAN AND FINANCE A CONCERTED ACTION PLAN AGAINST THE SUPPLY, TRAFFICKING AND CONSUMPTION OF ILLICIT DRUGS. WHEN UNFDAC WAS ESTABLISHED IT WAS GENERALLY RECOGNIZED THAT FINANCIAL RESOURCES FAR IN EXCESS OF THOSE AVAILABLE IN THE REGULAR BUDGET OF THE UN AND ITS SPECIALIZED AGENCIES WOULD BE REQUIRED TO CARRY OUT A WORLDWIDE PROGRAM. SINCE (A) THE US TOOK LEADERSHIP IN ITS ESTABLISHMENT AND (B) THE US WAS, AT THAT TIME, CONSIDERED THE MOST CONCERNED, AND HEAVILY IMPACTED VICTIM COUNTRY, IT CAN BE UNDERSTOOD THAT MOST OTHER UN MEMBERS HAVE LEFT IT PRINCIPALLY TO THE UNITED STATES TO FINANCE UNFDAC. THUS, OF \$13,619,628 IN CONTRIBUTIONS, THE UNITED STATES HAS CONTRIBUTED \$10 MILLION. (CANADA \$1,003,946; THE FEDERAL REPUBLIC OF GERMANY \$499,256; THE UNITED KINGDOM \$355,454; AND JAPAN \$503,200.) THIRTY-FIVE OTHER UN MEMBERS HAVE TOGETHER CONTRIBUTED \$1,247,772 AND 98 UN MEMBERS HAVE CONTRIBUTED NOTHING.

5. SINCE 1971 THERE HAVE BEEN SEVERAL IMPORTANT DEVELOPMENTS WITH REGARD TO THE DRUG ABUSE PROBLEM AND THE UNFDAC WHICH CONSTITUTE A BASIS WARRANTING BOTH SUBSTANTIALLY INCREASED CONTRIBUTIONS AND BROADER BASED FINANCIAL SUPPORT. THESE ARE:

(A) DRUG ABUSE SPREADING GLOBALLY. THE US CERTAINLY

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REMAINS A LEADING VICTIM COUNTRY. HOWEVER, REPORTS SHOW DRUG ABUSE ON THE RISE ALMOST EVERYWHERE WITH YOUTH IN THE RELATIVELY AFFLUENT COUNTRIES (E.G., WESTERN EUROPE, AUSTRALIA, JAPAN) AND THE LEADERSHIP SECTORS OF DEVELOPING COUNTRIES (LATIN AMERICA, MIDDLE EAST AND EAST ASIA) INCREASINGLY BECOMING SUCCESSFUL TARGETS OF THE TRAFFICKERS. UNFORTUNATELY, IN NONE IS DRUG TRAFFICKING AND ABUSE ABATING.

(B) THERE IS GROWING RECOGNITION IN POLITICAL AND HIGH ADMINISTRATIVE LEVELS IN OTHER COUNTRIES THAT DRUG ABUSE IS INCREASING AND SPREADING. (MANIFESTLY THIS IS LESS TRUE AMONG FOREIGN OFFICIALS THAN AMONG EDUCATION, HEALTH, WELFARE AND POLICE OFFICIALS.)

(C) UNFDAC, NOW FOUR YEARS OLD, HAS PROGRESSIVELY MOVED FROM THE BASIC RESEARCH, PROBLEM ANALYSIS AND INITIAL PROGRAM DEVELOPMENT PHASE TO ONE IN WHICH IT IS IMPLEMENTING OR IS READY TO IMPLEMENT A SIGNIFICANT NUMBER OF MEANINGFUL PROGRAMS IN THE HIGHEST PRIORITY AREAS. THE NUMBER OF UNFDAC'S ON-GOING PROJECTS INCREASED FROM 33 IN 1973 TO 81 IN 1974. EXCEPTING MEXICO, WHICH HAS ITS

OWN LOMG ESTABLISHED, COMPREHENSIVE PROGRAM, THE FUND IS ACTIVE OR PLANNING PROGRAMS IN ALL COUNTRIES WHICH HAVE BEEN A SOURCE OF OPIUM MOVING IN ILLICIT CHANNELS -- THAILAND, BURMA, LAOS, AFGHANISTAN, PAKISTAN, AND TURKEY.

(D) LIKEWISE, THE FUND'S OWN ORGANIZATION HAS BEEN DEVELOPED IN KEEPING WITH GUIDELINES OF THE UNITED NATIONS COMMISSION ON NARCOTIC DRUGS. IT HAS RECENTLY BEEN STRENGTHENED BY THE APPOINTMENT OF A NEW DEPUTY EXECUTIVE DIRECTOR EXPERIENCED IN MANAGEMENT AND FAMILIAR WITH ALL FACETS OF THE INTERNATIONAL DRUG CONTROL PROBLEM. (FYI: THIS IS AN AMERICAN, RETIRED FSO HARVEY WELLMAN, WHO SERVED DURING HIS LAST SEVERAL YEARS BEFORE RETIREMENT AS SPECIAL ASSISTANT TO THE SECRETARY OF STATE FOR NARCOTICS MATTERS. END FYI.)

(E) THE IMMEDIATELY PRESSING POINT IS THAT UNFDAC PROGRAMS NOW BEING DEVELOPED IN COOPERATION WITH PRODUCING, TRANSIT AND VICTIM COUNTRIES ENVISAGE EXPENDITURES IN CONFIDENTIAL

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PRIORITY AREAS WHICH WILL GREATLY EXCEED AVAILABLE FUNDING. CONSEQUENTLY, PROGRAMS OF INTEREST TO MANY NATIONS EXPERIENCING DRUG ABUSE DEPEND ON INCREASED CONTRIBUTIONS BEING MADE AT THIS TIME. SPECIFICALLY, A SPECIAL UN MISSION IS ADVISING ON THE ESTABLISHMENT OF EFFECTIVE CONTROLS IN CONNECTION WITH THE TURKISH RESUMPTION OF POPPY CULTIVATION. TURKISH OPIUM, HAVING HIGH MORPHINE

CONTENT, IS ESPECIALLY COVETED BY TRAFFICKERS. THE MISSION'S EFFORTS, IN COOPERATION WITH THE GOT, WILL INVOLVE A FINANCIAL ROLE FOR WHICH UNFDAC'S FUNDS ARE THE APPROPRIATE SOURCE. SHOULD TURKISH CONTROL PROGRAM NOT SUCCEED, MANY COUNTRIES ARE LIKELY TO SHARE THE INTERNATIONAL BURDEN OF THE CONSEQUENT UPSURGE IN ILLICIT OPIUM TRAFFIC AND CONSUMPTION. OTHER SUBSTANTIAL PROJECTS ARE IN THE "GOLDEN TRIANGLE" AREA (BURMA, THAILAND, AND LAOS) THE CURRENT MAIN SOURCE OF ILLICIT OPIUM PRODUCTION. PROJECTS IN THE MIDDLE EAST (LEBANON AND PROSPECTIVELY MOROCCO) ARE AIMED AT HASHISH AND THOSE ENVISAGED IN LATIN AMERICA AT COCAINE.

(F) TRAFFICKING PATTERNS SINCE 1971 HAVE BECOME MORE DIFFUSE WITH A VARIETY OF "CONNECTIONS" INVOLVING MANY AIR, SEA AND OVERLAND ROUTES BEING DEVELOPED AS ENFORCEMENT EFFORTS IMPEDED DRUG TRAFFIC THROUGH THE OLDER CONNECTIONS. THIS DIFFUSION HAS MEANT THAT MORE COUNTRIES HAVE BECOME TRANSIT AND VICTIM COUNTRIES. RECOGNITION OF THIS IS SHOWN BY THE WILLINGNESS OF AN INCREASING NUMBER OF COUNTRIES TO PARTICIPATE IN VARIOUS DRUG CONTROL ACTIVITIES SPONSORED BY THE UNFDAC, THE COLOMBO PLAN, OR BY OTHER COUNTRIES, IMPORTANTLY INCLUDING

THE US. WE WOULD HOPE AND EXPECT THIS RECOGNITION TO BE ACCOMPANIED BY A WILLINGNESS TO GIVE GREATER SUPPORT TO THE UNFDAC.

(G) THE US WILL CONTINUE TO SUPPORT THE FUND IN AN IMPORTANT WAY. HOWEVER, THE ABILITY OF THE FUND TO CARRY OUT ITS PROJECTS WILL DEPEND ON INCREASED OVERALL SUPPORT COMING FROM OTHER SOURCES. (FYI: THE DISPROPORTIONATE US CONTRIBUTION UP TO THIS TIME HAS GENERATED ADVERSE COMMENT DOMESTICALLY, NOTABLY IN THE CONGRESS. END FYI.)
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FURTHERMORE, IT IS ONLY FITTING THAT A UN FUND BE WIDELY SUPPORTED BY THE UN MEMBERSHIP RATHER THAN BY A SMALL MINORITY.

(H) SOME HOST COUNTRIES OF ADDRESSEE POSTS INCLUDE RECIPIENTS OF UNDP ASSISTANCE WHILE BEING, AT THE SAME TIME, IN A FAVORABLE FOREIGN EXCHANGE RESERVES POSITION AND THUS WELL SITUATED TO CONTRIBUTE.

(I) CONTRIBUTIONS FROM HOST GOVERNMENTS COULD BE EXPECTED TO GENERATE INTERNATIONAL GOODWILL, INsofar AS THE COMMISSION ON NARCOTIC DRUGS, ECOSOC AND UN GENERAL ASSEMBLY HAVE ALL IDENTIFIED DRUG ABUSE AS WORLD PROBLEM REQUIRING INTERNATIONAL COOPERATION TO COMBAT EFFECTIVELY.

THESE BODIES HAVE ALSO REPEATEDLY URGED GENEROUS AND SUSTAINED CONTRIBUTIONS TO UNFDAC.

6. DESPITE DEPARTMENT'S PERIODIC EFFORTS AND CIRCULAR INSTRUCTIONS TO EMBASSIES TO APPROACH OTHER GOVERNMENTS URGING INCREASED CONTRIBUTIONS TO UNFDAC (MOST RECENT INCLUDED REF C), THERE HAS BEEN A DISAPPOINTING LACK OF RESPONSE.

7. UNFDAC HAS INCLUDED SEVERAL PROGRAMS OF BENEFIT TO HOST GOVERNMENTS, SEVERAL OF WHOM ARE SIGNIFICANT VICTIM OR TRANSIT COUNTRIES. THESE COUNTRIES ALSO BENEFIT FROM UNFDAC PROGRAMS OF RESEARCH, TRAINING, FELLOWSHIPS, PUBLICATIONS, ETC. OFFERED ON GLOBAL SCALE. UNFDAC WILL NOT BE ABLE CONTINUE SUCH PROGRAMS UNLESS NEW SOURCES OF CONTRIBUTIONS ARE TAPPED.

8. DR. STEN MARTENS, ACTING EXECUTIVE DIRECTOR OF UNFDAC, HAS VISITED JAPAN AND A NUMBER OF EUROPEAN COUNTRIES TO SOLICIT CONTRIBUTIONS TO FUND.

9. UNLESS YOU BELIEVE IT WOULD BE FRUITLESS OR COUNTER-PRODUCTIVE, IT WOULD BE APPRECIATED IF YOU APPROACH HOST GOVERNMENT AT THE HIGHEST APPROPRIATE LEVEL IN ATTEMPT TO CONVINCE IT TO MAKE A GENEROUS AND SUS-

TAINED CONTRIBUTION TO UNFDAC. IT IS HOPED THAT THE
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MATERIAL ABOVE WILL ASSIST YOU IN PREPARING THE "TALKING
POINTS" YOU WILL USE IN THIS DEMARCHE. IT IS LEFT TO
YOUR JUDGMENT AS TO WHICH OF THESE YOU USE IN CONJUNC-
TION WITH OTHER POINTS YOU BELIEVE WOULD BE SUITABLE AND
CONVINCING. OUR OBSERVATION IS THAT FOREIGN AND
FINANCE MINISTRIES ARE GENERALLY NOT AS SENSITIVE TO
THE WORLD DRUG ABUSE PROBLEM AS HEALTH, EDUCATION AND
LAW ENFORCEMENT AGENCIES. IN SUCH CASES, CHIEF OF
MISSION MAY WISH TO CONSIDER MULTIPLE REPRESENTATIONS.

10. WE WILL BE MAKING OUR PLEDGE AT THE MEETING OF THE
COMMISSION ON NARCOTIC DRUGS IN GENEVA STARTING IN MID-
FEBRUARY AND HOPE THAT OTHER GOVERNMENTS, EVEN THOUGH
THEY MAY NOT BE MEMBERS OF THE CND, WILL WISH TO MAKE
THEIR PLEDGE KNOWN AT OR BEFORE THAT TIME.

11. FYI: CONTRIBUTIONS OF HOST COUNTRIES OF
ADDRESSEES AS OF OCTOBER 31, 1974, HAVE BEEN:

ARGENTINA \$3,000

AUSTRALIA \$200,000

AUSTRIA \$10,000

BELGIUM \$25,000 (PLEDGED BUT NOT PAID)

BRAZIL \$3,000

CHILE \$0

ECUADOR \$0

JAMAICA \$0

JAPAN \$400,000

KOREA \$0

NEW ZEALAND \$66,787

NIGERIA \$0

PANAMA \$0

PERU \$0

SINGAPORE \$0

SPAIN \$10,000

SWEDEN \$154,861

SWITZERLAND \$0

THAILAND \$0

THE NETHERLANDS \$115,625 (BEING CONTRIBUTION OF

---PUBLICATION OF DRUG DEPENDENCE JOURNAL)

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URUGUAY \$0

VENEZUELA \$0

12. FOR MONTEVIDEO AND SANTIAGO: WE RECOGNIZE DIRE

ECONOMIC CONDITIONS PRECLUDE SUBSTANTIAL CONTRIBUTIONS
FROM CHILE AND URUGUAY. THEREFORE, YOU SHOULD INDICATE
WE ARE SUGGESTING ONLY A TOKEN PAYMENT. KISSINGER

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